

REPORT
OF THE
COMMISSIONER OF EDUCATION
FOR
THE YEAR ENDED JUNE 30, 1923



THE UNITED STATES BUREAU OF EDUCATION.

Created as a Department March 2, 1867.

Made an office of the Interior Department July 1, 1869.

COMMISSIONERS.

HENRY BARNARD, LL. D.,

March 14, 1867, to March 15, 1870.

JOHN EATON, PH. D., LL. D.,

March 16, 1870, to August 5, 1886.

NATHANIEL H. R. DAWSON, L. H. D.,

August 6, 1886, to September 3, 1889.

WILLIAM T. HARRIS, PH. D., LL. D.,

September 12, 1889, to June 30, 1906.

ELMER ELLSWORTH BROWN, PH. D., LL. D.,

July 1, 1906, to June 30, 1911.

PHILANDER PRIESTLEY CLAXTON, LITT. D., LL. D.,

July 8, 1911, to June 1, 1921.

JOHN JAMES TIGERT, M. A. (OXON), ED. D., LL. D.,

June 2, 1921, to date.

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REPORT OF THE COMMISSIONER OF EDUCATION.

DEPARTMENT OF THE INTERIOR,
BUREAU OF EDUCATION,
Washington, D. C., September 1, 1923.

SIR: I have the honor to submit the following report of the operations of this office for the fiscal year ended June 30, 1923, together with recommendations for the extension and improvement of its work, as required by act of Congress approved March 2, 1867.

GENERAL ACTIVITIES OF THE BUREAU.

ORGANIZATION AND FUNCTIONS.

The act under which the United States Bureau of Education was created did not put upon the bureau any administrative duties. The administration of education in the American Republic is vested in the respective States and localities. Congress established the bureau as a Federal agency for the purposes of collecting all available statistics, facts, and other information about education not only in the United States and its Territories but in foreign countries, and, further, to disseminate such information and data concerning schools and related subjects for the benefit of those concerned with the development of education, and, finally, to promote the cause of education throughout the country.

Later important administrative powers and functions were assigned to the Bureau of Education. The bureau was made responsible for the administration of the education, support, and medical relief of the natives in the Territory of Alaska by the Secretary of the Interior. Congress charged the bureau, subsequent to its establishment, with certain responsibilities in connection with lands and moneys appropriated by the Federal Government under the Morrill and Nelson Acts in behalf of colleges of agriculture and mechanic arts. The bureau is required to ascertain whether interest derived from sale of lands granted under the first Morrill Act amounts to at least 5 per cent and whether such money is being expended in accordance with the terms of the act. At the end of the fiscal year in 1921 this sum amounted to \$1,009,614. Under the second Morrill Act and the Nelson amendment the Federal Government grants annually \$50,000 to each of the 48 States and the Territories of Alaska, Hawaii, and Porto Rico. This appropriation, which now amounts to \$2,550,000 annually, is administered through the Bureau of Education, which audits the expenditures of these funds and determines whether the money appropriated is being spent in accordance with the purposes for which it is appropriated.

This statement of functions of the Bureau of Education may be summarized as follows:

Nonadministrative functions.—(1) To do research work and be informed on all matters pertaining to education here and abroad; (2) to disseminate such information and put it at disposal of all who desire it; (3) to promote the cause of education generally.

Administrative functions.—(1) Administration of income accruing from lands under the first Morrill Act and annual appropriations under second Morrill Act and Nelson amendment; (2) administration of system of education, support, and medical relief for the natives of Alaska.

In my last report, dated September 1, 1922, I outlined the form of organization which I set up in the bureau at Washington, D. C., for the discharge of these functions. In addition to the organization in Washington, D. C., there is an office in Seattle, Wash., where the superintendent of education of the natives of Alaska makes his headquarters and where supplies and teachers are secured for the Alaska service. At the close of the fiscal year there were eight regular employees and one temporary employee in the Seattle office. The actual work in Alaska will be described later in this report.

Two changes were made in the organization of the Washington, D. C., office during the year just ending. A new division of physical education and school hygiene was created out of what was formerly a section of another division. The importance of this phase of education and the growth of the work both seemed to demand this change. Likewise the statistical work, which had been temporarily made a section of the division of city schools for administrative reasons, has been again set up as an independent division among the general service activities of the bureau. The organization of the bureau, therefore, at the present time consists of two departments, with divisions as follows:

(1) Technical activities: (*a*) Higher education; (*b*) rural schools; (*c*) city schools; (*d*) physical education and school hygiene; (*e*) service, comprising industrial education, commercial education, home economics, educational legislation, and foreign education.

(2) General service activities: (*a*) Editorial; (*b*) library; (*c*) statistics; (*d*) education, medical relief, and reindeer service for the natives of Alaska; (*e*) stenographic; (*f*) mails and files; (*g*) messenger service. (See fig. 1.)

The organization is seen to consist of two general departments or types of activities—the technical and the general service activities. Under the general direction of the commissioner the responsibility of directing these two departments is delegated, respectively, to the assistant to the commissioner and the chief clerk, but the entire administrative and executive authority is reserved in the office of the commissioner.

In order to better unify and promote cooperation in the work of the bureau, I have created a council, which is appointed annually by the commissioner and which meets from time to time for conference and mutual advice. The council is composed of seven persons—the assistant to the commissioner, the chief clerk, three heads of divisions, one member of the technical staff, and one member of

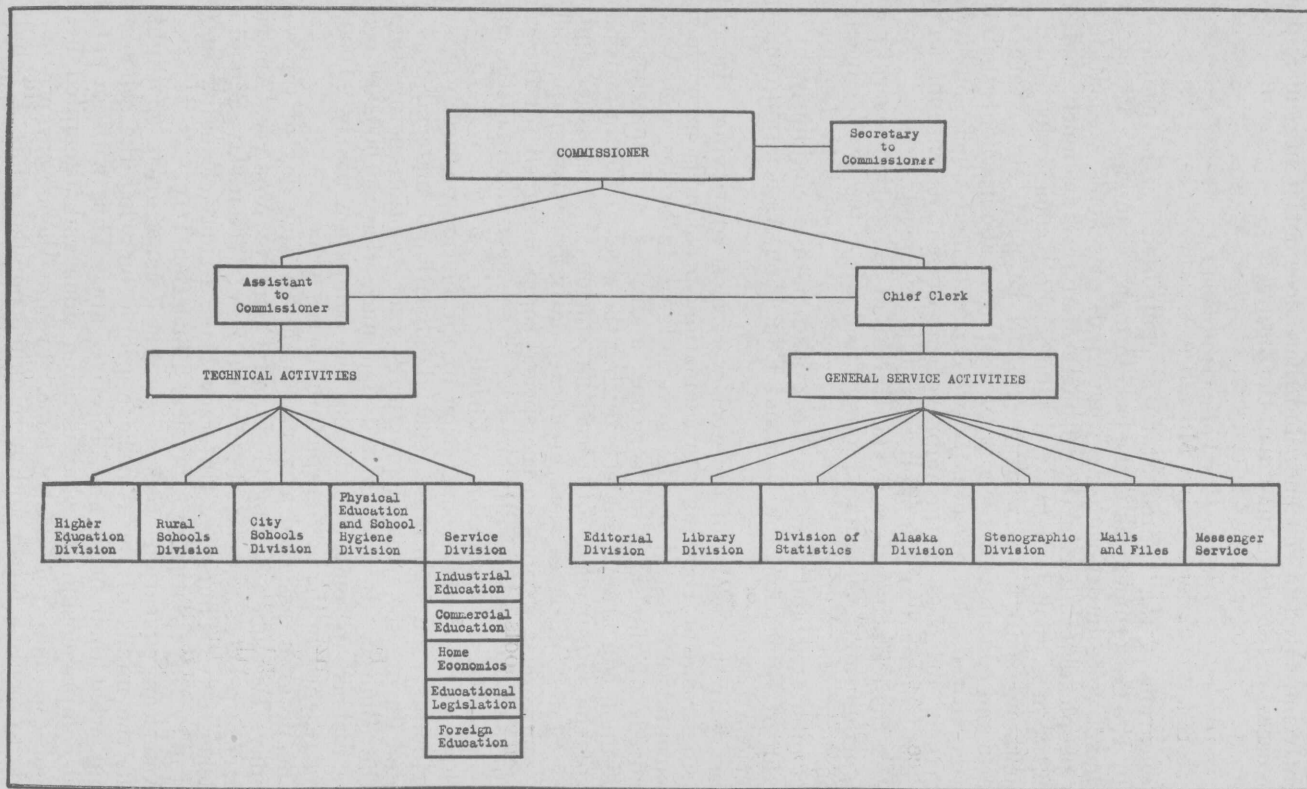


FIGURE 1.—Chart showing the organization of the Washington, D. C., office of the Bureau of Education.

the general service staff. The powers of this council are purely advisory and it has no executive functions.

Under this plan of organization the work of the bureau has consistently improved in efficiency and there does not at present appear to be occasion for great change in the future.

AMERICAN EDUCATION WEEK.

Education in the United States is controlled by the people and not by the Government as is the case in many countries. Every citizen has a voice in determining what kinds of schools we shall have. The people determine in the ultimate analysis how much shall be spent upon schools, whence the money shall come, what kind of teachers we shall have, what they shall be paid, etc. Naturally, experts and educators know a great deal more about schools than the average citizens; but, eventually, we can not make much sound and permanent progress in the improvement of schools without an intelligent approval and support of public sentiment.

With these truths before it, the Bureau of Education several years ago inaugurated the annual observance of a week of education throughout the Nation. The next year the American Legion became interested and now the week is sponsored conjointly by the Bureau of Education, the National Education Association, and the American Legion.

Last year the results of the week were most gratifying. In addition to President Harding's proclamation, proclamations or formal statements were issued by the governors of 42 States and Alaska. Hundreds of thousands of sermons, addresses, and speeches were made upon educational subjects during the week. The bureau made use of the Government broadcasting station at Anacostia, and in many States addresses were broadcast daily from newspaper offices and commercial stations on the special topics assigned for the various days of the week. Fully one-half of the newspapers of the country supported the campaign editorially.

Through the hearty cooperation of the motion-picture producers, distributors, and exhibitors, special educational material was exhibited during the week in practically every motion-picture theater in the country. It is estimated that more than 50,000,000 people were reached in some way during the campaign, nearly 20,000,000 being reached in the motion-picture houses alone.

The program assigned a special topic for each day of the week: Sunday, December 3, For God and Country; Monday, American Citizenship Day; Tuesday, Patriotism Day; Wednesday, School and Teacher Day; Thursday, Illiteracy Day; Friday, Equality of Opportunity Day; Saturday, Physical Education Day.

American education week is designed as a great spotlight to focus the minds of the American people on what the schools are doing, what their needs and objectives are. Thus with an enlightened comprehension of what is being done and attempted by the schools, we may confidently hope, through the observance of this week, to secure a larger and more united popular effort in behalf of schools.

TECHNICAL ACTIVITIES.

EDUCATIONAL RESEARCH AND PROMOTION.

The commissioner holds conferences at regular intervals with the specialists attached to the research divisions of the bureau constituting the technical staff and less frequently with the members of the general service divisions for the purpose of discussing bureau plans and policies and methods of making our service to the country more effective. Regarding the bureau as primarily an agency for service to educators and the general public, we have endeavored to function in the following ways: (1) Field service; (2) research and investigation of special educational problems; (3) dissemination of information; and (4) educational surveys.

(1) SERVICE IN THE FIELD.

The bureau constantly receives many more requests for service than it can possibly meet, due to limitations as to personnel and as to funds available for travel expenses. In its selection of those requests which are to receive attention, the bureau has been compelled to discriminate against the more distant sections of the country and to favor especially those sections and communities which are able to meet the necessary travel expenses of representatives of the bureau.

Service rendered in the field by representatives of the bureau takes the following forms: Lectures and addresses upon educational topics before audiences of teachers, students, women's clubs, business men's clubs, and the like; conducting and assisting in special conferences for the consideration of educational problems; attendance upon educational conventions; visiting schools and conferring with school officers and teachers for the purpose of securing information; participation in educational surveys (referred to hereafter).

Some of this field work is undertaken upon the initiative of the bureau in order to secure needed information and in order to keep abreast of current developments. Most of it, however, is done at the request of the school authorities in the several States. Summarizing all types of field service together, I may report that during the fiscal year 25 members of the bureau staff, exclusive of the commissioner, rendered an aggregate of 1,295 days of field service outside of the District of Columbia in 44 different States. (See fig. 2.)

As one feature of this service, 21 members of the staff, exclusive of the commissioner, delivered 267 public addresses, in 37 different States, to audiences aggregating about 60,000 persons.

(2) RESEARCH AND INVESTIGATION.

I am impressed by the increasing volume of the demand for guidance and assistance, which can be met only by a well-organized staff of experts representing all phases of educational development. Many important phases or departments of educational activity are not included in the bureau organization, and our service is thus severely handicapped.

The scope of the research work of the bureau is suggested by the titles of the publications issued, as given in the following paragraphs and in the report of the editorial division, pages 24-28.

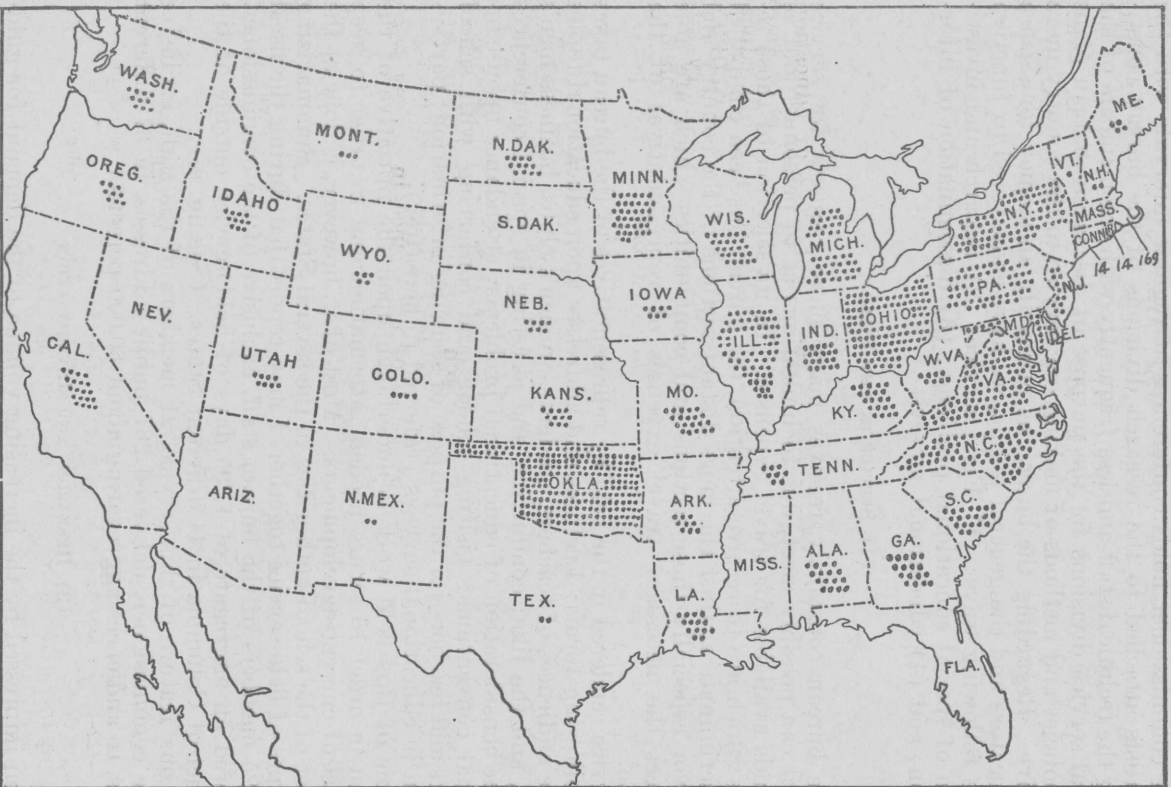


FIGURE 2.—During the 1922-23 fiscal year 25 members of the staff of the Bureau of Education, exclusive of the commissioner, rendered an aggregate of 1,295 days of field service of some kind (including Sundays and time spent in travel prorated) in 44 different States. Each dot represents one day of field service.

(3) DISSEMINATION OF INFORMATION.

The chief means employed for the dissemination of information are: Publication and distribution of printed bulletins and pamphlets and mimeographed circulars; correspondence, constituting a large

part of the bureau's activities, as indicated elsewhere; public addresses; and conduct of educational conferences.

Events are fully justifying the policy, to which I referred in my last report, of reducing the number of extensive and exhaustive reports and increasing the number and variety of briefer bulletins and circulars. We are thus able to treat a wider range of topics and to reach a larger audience. We are still handicapped by the limitation of 12,500 copies on the editions of our bulletins, which, obviously, bears no relation to the fact that there are upward of 800,000 school teachers and officers in the United States, with all of whom the bureau should be in some sort of communication.

(4) EDUCATIONAL SURVEYS.

One of the most important types of service rendered by the bureau, and probably the most far-reaching in effect, is in its conduct of educational surveys. During the past 10 years, especially, there has been a great popular awakening to the significance of education, and there has been manifested in many quarters the desire to know as definitely as may be just what are the objectives of public education and just how effectively our schools are organized and equipped for the attainment of these objectives. The scientific inquiry into these conditions, and the formulation of conclusions and recommendations based on the findings, undertaken by one or more persons specially qualified, is known as an "educational survey."

Many of these formal surveys have been made by individuals, and by public and private agencies of many types. As I indicated in my last report, this bureau has taken a leading place in the movement and has conducted educational surveys in nearly every State of the Union. The bureau possesses unique qualifications for service of this type, in that it is able to approach each situation without bias or partisanship, and the members of its staff now represent the collective judgment gained by years of experience in survey work in all sections of the country.

The staff of the bureau is inadequate to meet the many demands, and it is necessary to supplement our forces by the temporary employment of experts from the outside.

During the fiscal year 1922-23 nine educational surveys were made (see fig. 3), as follows:

State system of public education, Oklahoma.....	1
Higher education	4
State system of higher education and activities and functions of	
State board of administration, Kans.	
State system of higher education, Massachusetts (field work in	
1922-23; report to be completed in 1923-24).	
State College of Agriculture and Engineering, North Carolina.	
State Industrial College, Georgia.	
Rural schools; county systems of public education.....	2
Beaufort County, N. C.	
Currituck County, N. C., including educational, social, and vocational	
conditions.	
City schools	2
Public-school system, Alexandria, Va.	
High-school building program, Oak Park, Ill.	
Total.....	9

In addition to the foregoing general statements the activities of the several research divisions may be summarized as follows:

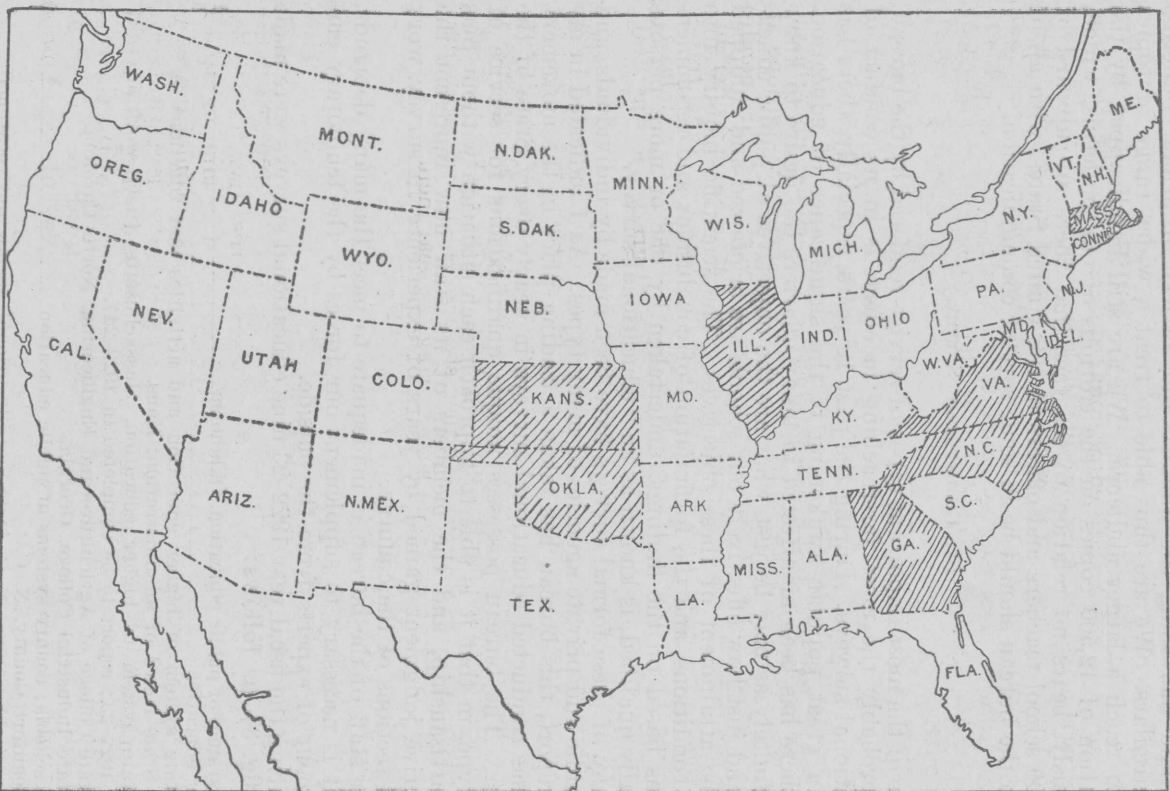


FIGURE 3.—During the fiscal year 1922-23 the Bureau of Education conducted nine educational surveys in seven States: Georgia, Illinois, Kansas, Massachusetts, North Carolina, Oklahoma, and Virginia.

During the year the members of the division of higher education have largely been occupied with surveys of higher institutions in Kansas, Oklahoma, North Carolina, Georgia, and Massachusetts.

Educational surveys.—The survey report on the five Kansas State institutions of higher education was submitted to the State board of administration November 25, 1922. The report was largely concerned with the efficiency of the central board in governing the institutions and the adjustment of functions between and among the several institutions.

The Oklahoma survey was undertaken as a part of the comprehensive survey of the entire educational system in that State. The chief questions under discussion were the needs of the State in higher education, the methods of governing the higher institutions, their respective functions, and their financial needs. The full report was published by the local survey commission as a part of the general report, and a digest was included in Bulletin 1923, No. 14, published by the bureau.

The survey of the North Carolina College of Agriculture and Engineering outlined a plan for the internal administration of the institution to meet the development of the institution. The report was published by the local board of trustees.

The survey of the Georgia State Industrial College was undertaken with a view of determining the efficiency of the work being done at that institution. The study showed clearly the very backward condition of the institution and warned the State that unless considerable improvement was made in the character of the work at the institution it might prove necessary for the bureau to recommend the withdrawal of the annual Federal appropriation of \$50,000 granted to the State under the second Morrill Act.

The Massachusetts survey of higher education is in progress. The specialist in higher education is undertaking to render a fact-finding report on the basis of which a local commission will make recommendations. A number of prominent university and college executives have undertaken special investigations for the survey.

Special studies and reports.—Other studies which have been prepared in the division and published during the year include:

Statistics of Land-Grant Colleges for the year ended June 30, 1921; Accredited Higher Institutions; Accredited Secondary Schools; Hampton Agricultural and Normal Institute: Its Evolution and Contribution to Education as a Federal Land-Grant College; Biennial Survey of Higher Education, 1920-1922.

In addition to the printed bulletins and pamphlets prepared in the division or under the direction of members of the division are the following studies, most of which have been issued in mimeographed form: Statistics of current (1922-23) enrollments, income, and salaries at State universities, colleges, and teacher-training institutions; courses in petroleum engineering in universities and colleges; current (1922-23) enrollments in engineering schools; survey of the Georgia State Industrial College; survey of the North Carolina College of Agriculture and Engineering; preliminary survey of the Young Men's Christian Association collegiate work.

Manuscripts which are now in process and will shortly be completed include: Survey of higher education in Massachusetts; statistics of land-grant colleges, 1921-22; decennial report on land-grant college education.

Important educational conferences.—The specialist in rural and technical education has devoted a considerable portion of his time to several educational conferences undertaken by the Bureau of Education in cooperation with other organizations. The second national conference on education for highway engineering and highway transport included engineers, educators, leaders in the Federal, State, and national highway organizations and leaders in the automotive industry. The proceedings of this conference were published by the highway education board. Seven thousand copies of the proceedings have been distributed throughout the country. Also there have been held several State conferences along the same line, the proceedings of which have been published locally.

Under the direction of the Commissioner of Education the specialist in rural and technical education also organized a third national conference on Negro education, which was held at Tuskegee Institute, Alabama, January 15–16, 1923. The conference developed the work of the previous conferences at Atlanta and Nashville and devoted considerable attention to the development of the junior college work in agriculture and to standards of work in trades and industries, as well as problems of finance. The meeting, as upon previous occasions, was attended by leading white and colored representatives of industrial education in the South.

Addresses have been delivered by the members of the division at the following educational meetings: Association of American Colleges; American Association of Junior Colleges; Association of Land-Grant Colleges; Association of Tennessee Colleges; Association of North Carolina Colleges; Society for the Promotion of Engineering Education; Joint Meeting of Middle Western and Eastern Business Officers' Associations; Association of Urban Universities; Highway Education Conference at Washington; and colleges in North Carolina, Tennessee, Maryland, Massachusetts, and the District of Columbia.

(2) DIVISION OF RURAL SCHOOLS.

The work of the division of rural education has continued along established lines and has been augmented somewhat by opening up certain new ones. Progress in rural education is leading toward more differentiation and a higher degree of specialization in this field. In conformity with this progress, it is the aim of the division at this time to work toward more specialization on the part of its members in order to be of greater assistance in particular and specialized fields. Members of the division are now specializing in the fields of administration, supervision, consolidation, rural high schools, rural school statistics. Other special fields will be concentrated upon as conditions permit.

During the year the division has entered upon several cooperative projects and has established cooperative relationships in the preparation of manuscripts or in the conduct of investigations with individuals and institutions outside the bureau in the field of rural education. It is expected that this type of service will be continued and enlarged.

Field work of the division.—During the fiscal year six members of the division staff spent a total of 415 days in field work in 39 different States. Major lines of field work pursued are the following:

Educational surveys.—Early in the fiscal year two written reports were completed for the Arkansas Survey Commission as a result of a survey made during the preceding year—one a full report, the other a digest later published by the bureau. During October and November a field survey of the State of Oklahoma was made under the direction of the Commissioner of Education. The section concerned with rural schools was made under the direction of the chief of the rural schools division, assisted by two members of the division and specialists from outside the bureau. Approximately 126 days were spent by members of the division in field work. Seventeen counties were visited by members of the staff studying rural education. Tabulation of questionnaire returns and the statistical summaries for the survey were made under the direction of a member of the division. Two reports were prepared—a full report published by the Oklahoma State Survey Commission, and a digest published by the Bureau of Education.

At the request of the board of education, the chief of the division, assisted by one member of the staff, made an educational survey of Beaufort County, N. C. Approximately two weeks were spent in making the field survey. Reports were prepared and submitted to members of the board and county superintendent, first in oral and later in written form. In addition a digest of the report was prepared for publication.

At the request of the board of education and the county superintendent three members of the division, working in cooperation with members of the State department and with two members of the faculty of Cornell University, made a social and vocational survey of Currituck County, N. C., following a survey of administrative organization previously made by the bureau. With this survey as a basis, the same committee is preparing in cooperation with the county superintendent, supervisor, and teachers a course of study for the rural schools of the county. The preliminary report of the occupational survey is nearing completion.

Field work of an advisory nature.—Several members of the division have been called to various States or counties by State and county officials to act in an advisory capacity in the carrying on of educational projects or in the initiation of new activities. One member has acted on an advisory committee with members of a State department of education in the location of high schools in five counties. Another member has acted in an advisory capacity with four county superintendents in two States in promoting school consolidation. Another member advised with school officials, trustees, superintendents, and teachers of three counties and gave demonstrations for the purpose of assisting in improving rural school supervision. Another member assisted members of the State department of education in an advisory capacity for the purpose of working out a prevocational program in the teaching of agriculture in the rural counties of that State.

Investigation.—In its capacity as a clearing house for information for educators in the field of rural education and in connection with the work in several different lines of research, members of the division have made approximately 50 visits to 34 States. The investigations or research studies in the interests of which these visits

were made are along the following lines: Consolidation of rural schools, standardization, supervision, special methods of instruction, organization and curricula of rural high schools, organization for the administration of rural school systems.

Addresses and conferences.—Members of the division are called upon frequently to participate in conferences and to deliver addresses at commencements, summer schools, teachers' institutes, State teachers' associations, and a number of other educational meetings, as well as national and State conferences of organizations interested in rural education. During the year members of the division conducted one bureau conference, assisted in several others; and four members addressed or made reports to the National Education Association. Six members of the division made a total of 118 addresses to approximately 23,000 people in 26 different States.

Research.—Research studies pursued or special investigations made during the year cover the following subjects: Administration for and methods pursued in the supervision of rural schools, consolidation of rural schools, teaching agriculture in rural elementary schools, organization and curricula of rural high schools, visual education, standardization of rural schools, units of organization in school administration, organization of a curriculum for a rural county, State aid for rural schools, rural teachers' salaries, school conditions in country villages, courses of study in elementary agriculture, plans for school buildings.

Publications.—The research and investigation work of the division enables it to be a clearing house of information on rural school administration, supervision, methods and practice throughout the country. A special effort has been made during the past two years to prepare for distribution a large number of reports giving information on subjects about which large numbers of inquiries come to the bureau through correspondence. Besides the field work previously reported, information is disseminated by means of bulletins reporting the results of the more intensive research studies; of leaflets sometimes resulting from research and sometimes from the collection of information; of circulars, usually mimeographed and intended for quick distribution, containing information the value of which depends in large part upon its timeliness; rural news letters prepared for country newspapers, agricultural weeklies, and the like, and which contain information concerning rural schools prepared especially for farmers; articles on rural education prepared for *School Life*, the bureau's monthly publication; and articles on rural education broadcast by radio. During the year there have been prepared in the division 5 circulars, 18 leaflets, 7 bulletins, 6 news letters, 9 radiograms, and 7 articles for *School Life*.

Other activities.—During the year a mailing list of 3,000 country newspapers has been prepared; 2 moving-picture films and several sets of slides circulated in a number of schools and counties in 15 different States; 38 manuscripts have been reviewed and contents passed on or revised by members of the division; members have assisted in the preparation of broadsheets for education week, 1922; in the preparation of suggestions to county superintendents for the observation of education week; and one member prepared 2 pageants

for use in rural schools, one for education week, 1922, and one for education week, 1923.

The correspondence of the division contains requests for information covering the whole field of rural education, requires an extended knowledge of the field, and often considerable investigation.

(3) DIVISION OF CITY SCHOOLS.

During the year special reports were prepared by the division of city schools on the following subjects: Organization and function of the board of education in cities, based on recommendations of 20 city school surveys; significant movements in city school systems; recent progress in secondary education; length of school day in primary grades; value of the school census; proportion of municipal funds devoted to public education; programs of study in junior high schools; all-year schools; regulations of city school boards regarding high-school fraternities; research bureaus in city school systems; the city school board; report of the first national conference on the work-study-play plan.

Material for use in the observance of American education week was prepared and compiled in the division, and the chief of the division served as chairman of the committee representing the bureau in the campaign.

One specialist prepared a bulletin for the use of teachers on a series of projects based on highway transportation entitled "Main Streets of the Nation." This was based on a study of the principal interstate highways of the United States, and included lesson outlines and suggestions for teachers growing out of a series of demonstration lessons given in a fifth grade in the Washington, D. C., schools. Other activities included studies and reports on curriculum for the kindergarten and first primary grade, current tendencies in primary education, characteristics of the 6-year-old child.

Educational surveys.—Two surveys of conditions in city school systems were made: (1) Public schools of Alexandria, Va.; (2) high-school building program, Oak Park, Ill.

National conference on the work-study-play plan.—One specialist made the preliminary arrangements and organized the program for the second national conference of city superintendents and principals of high schools on the work-study-play plan of school organization. The conference was called and presided over by the Commissioner of Education and held in cooperation with the department of superintendence of the National Education Association at Cleveland, Ohio, February 27, 1923. There were present 225 superintendents and principals from all parts of the country, and formal request was made that the bureau organize an information service for school authorities which have adopted or are considering this plan, that the bureau organize and direct the activities of a series of committees for investigation and report on special problems, and that the commissioner call a third conference to meet in February, 1924.

Committees of superintendents and principals are now at work, under the direction of the bureau, on the following topics relating to the work-study-play plan: Organization and types of program;

use of the auditorium; nature study, music, shopwork, and other special activities; play; education of public opinion; building programs; training of teachers.

Radio service.—One specialist served as chairman of a committee which organized and maintained an educational radio service from December 7, 1922, to April 19, 1923. During this period 36 messages of an average length of 1,500 words were broadcast, released twice each week, on Monday and Thursday evenings. During the latter half of this period copies of the message were sent to a selected list of 1,800 newspapers. Copies of the messages were also sent to two radio stations on the Pacific coast, to be broadcast from there, and to the Foreign Language Information Service. The service was discontinued for lack of adequate personnel and equipment.

Kindergarten education.—Several circulars on kindergarten education have been issued during the year, including experiments in preschool education; kindergartens, past and present; suggestions concerning the application of the project method to kindergarten education; how the kindergarten makes Americans; chapter on kindergarten education for the Biennial Survey of Education. A bibliography on preschool and kindergarten-primary education and a circular on prefirst-grade training are in press. A bulletin on health education in the kindergarten, prepared in cooperation with the physical education and school hygiene division of the bureau, is also in press.

The kindergarten specialists have written many articles for different purposes and occasions. These included reports of three important kindergarten meetings for different periodicals, seven articles for education week and three for the bureau's radio service, five for different periodicals, and a chapter for a book on the kindergarten pioneers in preparation by a committee of the International Kindergarten Union. A program was also prepared for armistice day. A mimeographed leaflet of suggestions on kindergarten legislation and five letters to kindergarten teachers, training teachers, and supervisors were sent out. Suggestions to State presidents of women's clubs and parent-teacher associations were also prepared to send out on request.

The kindergarten specialists spent 81 days in field work of different kinds in 8 different States. They gave 34 addresses to audiences totaling 17,000 persons. Five of the addresses were before State associations, and two of these were on the general program. They held or attended 80 group or individual conferences at different times and places. They have had important contacts with outside educational organizations. One has been a member of the editorial council of the National Education Association Journal and another an officer of the Progressive Education Association. Both have been members of important committees of the International Kindergarten Union.

Three of the units of the moving-picture film, secured through the cooperation of the International Kindergarten Union, have been combined to make one film, and this is now completed and in use. The lantern slides and charts have been in constant demand and have been sent to 12 States and to Japan. Both specialists assisted in the Alexandria school survey.

Several important projects are in progress, including: An inquiry into the kindergarten-primary courses in the teacher-training institutions; a study of kindergarten legislation; and an inquiry into the courses given in colleges on child care and training.

(4) DIVISION OF PHYSICAL EDUCATION AND SCHOOL HYGIENE.

Field work.—The work of the division has been seriously interrupted by resignations from the staff, and by inability to fill promptly the vacancies occurring at the low salaries available. The four specialists of this division were on active duty an aggregate of about 26 months. These four spent 163 days in field work, in 24 States; three members made 15 public addresses, to audiences aggregating about 2,300.

Publications.—Publications of the division included 12 new bulletins and 1 bulletin and 1 revision begun the previous year; 1 home reading course; 6 circulars on public-school nursing; 4 circulars on physical education; 12 news articles. In addition, the manuscripts of 2 bulletins were revised; 1 circular on health-teaching devices and 2 health posters were prepared; 2 reports were edited and prepared for publication. Material was collected in the field for 3 additional bulletins.

Other activities.—Six educational conventions were attended in 5 States, and important cooperative relationships were established in 24 States. Two members of the division assisted in the Alexandria (Va.) city school survey.

Studies in progress include: School health supervision; health education in high schools; preparation for health teaching in normal schools and colleges, and school credits for courses in hygiene and physical education.

School buildings and grounds.—The special agent has been in constant demand for conferences and correspondence with boards of education, school officers, and school architects in regard to the planning and construction of school buildings and the selection and layout of school sites. Many sketches of school-building plans to meet special conditions have been prepared, and architects' drawings and blue prints have been examined and revised.

In rendering this service, field trips to the following cities have been undertaken: Tuskegee, Ala.; Waverly, Tenn.; Bowling Green, Ky.; Gadsden, Ala.; Sevierville, Tenn.; Troy, Ala.; Albany, Ala.; Berea, Ky.; Danville, Va.; McKenzie, Tenn.

Work in progress includes revision of two bulletins on "American schoolhouses" and "Rural schoolhouses and grounds." Both of these valuable bulletins have been out of print for several years and are greatly in demand.

The field of health work is many-sided, embracing whatever has a bearing on "health in education" and "education in health." Only a few aspects of the problem have ever been touched by the Bureau of Education, although it has an unusual opportunity for service in the field. Questions are opening up which were not dreamed of a few years ago, and possibilities that are even yet only partly comprehended.

Investigation is needed to develop satisfactory solutions for these new problems, and to stimulate higher ideals and better practices in matters of school health. The health of the child should be the first objective in all education, and the public-school program should not be circumscribed by a narrow view of the problem.

(5) SERVICE DIVISION.

The organization of the technical staff of the bureau includes, in addition to the divisions of higher education, rural schools, city schools, physical education and school hygiene, a number of specialists who serve definitely in more than one of these fields. These latter are brought together for administrative purposes in the service division, which includes specialists in industrial education, commercial education, home economics education, educational legislation, and foreign education.

Industrial education.—The specialist in industrial education arranged the program and conducted the thirteenth annual three days' conference on the preparation of teachers of manual arts and industrial education, a conference held at the request of institutions in the Mississippi Valley States, at the University of Wisconsin, Madison, January 11–13, 1923. A report of the proceedings was published.

Four national conferences of specialists in industrial education and others, called by the Commissioner of Education, were organized and conducted in cooperation with the agencies indicated, and reports of the proceedings were published as follows:

"Studies about occupations in public schools"; in cooperation with joint convention of the National Society for Vocational Education and the Vocational Education Association of the Middle West, Detroit, Mich., November 29, 1922.

"Standards of eighth-grade attainment in shopwork"; Western Arts Association, St. Louis, Mo., April 30, 1923.

"Means of improvement for teachers in service"; Eastern Arts Association, Providence, R. I., May 2, 1923.

"Art as a vocation"; American Federation of Arts, St. Louis, Mo., May 22, 1923.

The attendance at these five conferences included 445 delegates, representing 28 States, the District of Columbia, and Canada. (See fig. 4.)

A review of recent progress was prepared and published as the chapter on "Vocational education" in the Biennial Survey of Education.

The specialist represented the bureau on the National Committee on a Code for Lighting School Buildings, in cooperation with the American Engineering Standards Committee, the Illuminating Engineering Society, and the American Institute of Architects. He also represented the bureau as a member of the advisory council and member of the committee on education of the Horological Institute of America.

Commercial education.—During the year, the specialist in commercial education made the necessary preliminary arrangements and conducted a series of regional conferences, called by the Commissioner of Education, attended by business men and high-school teachers of business subjects and social studies. These conferences were conducted in cooperation with the United States Bureau of

Foreign and Domestic Commerce, and with the local agencies indicated. Reports of the proceedings have been prepared for publication by the Bureau of Education, or are in preparation.

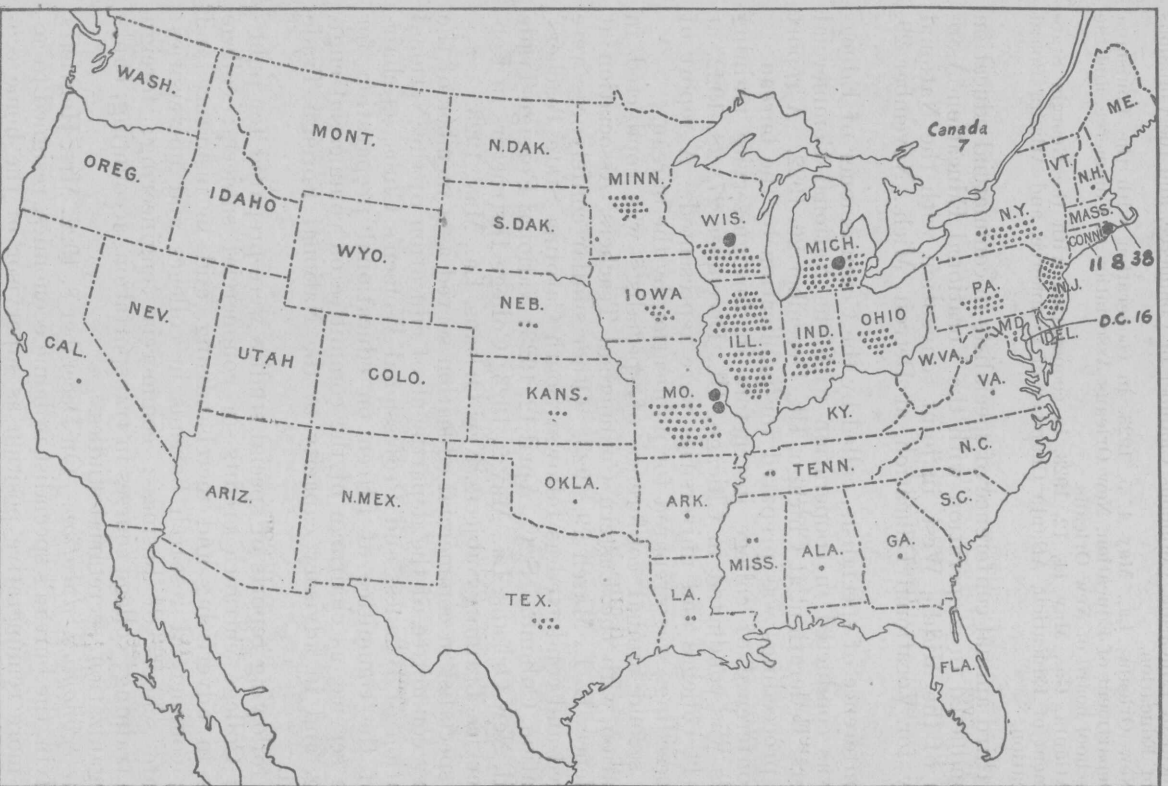


FIGURE 4.—Distribution of delegates to five conferences of specialists in industrial education, 1922-23: Detroit, Mich.; Madison, Wis.; St. Louis, Mo. (2); Providence, R. I.; 445 delegates, representing 28 States, District of Columbia, and Canada.

(a) Philadelphia, Pa., November 3, 4, 1922, in cooperation with the Pennsylvania State Chamber of Commerce, Philadelphia Chamber of Commerce, and the Philadelphia public schools.

(b) Boston, Mass., December 8, 9, 1922, in cooperation with the Massachusetts State Chamber of Commerce, Boston Chamber of Commerce, Massachusetts State Board of Education, and Boston public schools.

(c) New York City, March 2, 3, 1923, in cooperation with the New York State Department of Education, Merchants Association of New York, and the New York City High School Teachers' Association.

(d) Columbus, Ohio, March 9, 10, 1923, in cooperation with the Ohio State Department of Education, Columbus Chamber of Commerce, and the Columbus Board of Education.

(e) New Orleans, La., May 4, 5, 1923, in cooperation with the Louisiana State Department of Education, New Orleans Association of Commerce, and the parish school board of New Orleans.

(f) Atlanta, Ga., May 11, 12, 1923, in cooperation with the Georgia State Department of Education, Atlanta Chamber of Commerce, and Atlanta Board of Education.

The third annual conference of specialists in commercial education was conducted in cooperation with the Vocational Education Association of the Middle West, in joint convention with the National Society for Vocational Education, at Detroit, Mich., November 29, 1922.

A conference of specialists, called by the Commissioner of Education, was conducted in cooperation with the National Commercial Teachers' Federation, at Chicago, Ill., December 26, 1922. A report of the proceedings was prepared for publication by the bureau.

A conference of college instructors in foreign-service training subjects was conducted in Chicago, Ill., December 27, 28, 1922, at which 11 colleges and universities were represented. A report of the proceedings was prepared for publication by the bureau.

The second annual conference of specialists was conducted in cooperation with the Eastern Commercial Teachers' Association at Providence, R. I., March 29, 1923. Other similar conferences were arranged and conducted as follows: South Carolina State Teachers' Association, Columbia, S. C., April 12, 1923; National Foreign Trade Council, New Orleans, La., May 2, 1923; College Instructors in Foreign Service Training Subjects, New Orleans, La., May, 1923.

The specialist in commercial education served as a member of the advisory committee of the department of education of the National Federation of Business and Professional Women's Clubs, as chairman of the committee of fifteen on educational preparation for foreign service, as chairman of the committee on commercial engineering, and in advisory capacity to the National Foreign Trade Council.

The following reports of special studies were prepared for publication: College entrance credits in commercial subjects; college courses in advertising and merchandising, and in insurance and realty; commercial research bureaus in colleges and universities; collegiate schools of business; commercial engineering; foreign service training; college courses in transportation, accounting, banking, organization, secretarial studies.

Home economics education.—On December 8, 1922, Mrs. Henrietta W. Calvin, the bureau's specialist in home economics, resigned to accept a more remunerative position as supervisor of the home economics in the public schools of Philadelphia, Pa., and was succeeded, on April 2, 1923, by Miss Emeline S. Whitcomb, professor of home economics, University of Montana, Missoula, Mont.

During the year the specialists in home economics delivered addresses and represented the bureau at the following educational conventions: New England Home Economics Association, National

Education Association, American Home Economics Association, Wisconsin State Educational Association, Pennsylvania Schoolmen's Week, Georgia State Home Economics Association, Georgia State Teachers' Association; assisted in a survey of the public schools of Alexandria, Va.

Manuscripts prepared for publication by the bureau include: Chapter on recent progress in home economics for the Biennial Survey of Education; 6 home economics circulars; reports of proceedings of a series of 10 conferences of specialists in home economics conducted by the bureau.

Conferences of teachers and supervisors of home economics, called by the Commissioner of Education, were conducted in cooperation with the National Education Association at Boston, Mass., and in New York City. Revised mailing lists were prepared of directors and teachers of home economics in city school systems, colleges, universities, and normal schools.

The following special studies are in progress: Status of home economics instruction in junior and senior high schools; status of graduate work in home economics in colleges, universities, and normal schools; bibliographies on various phases of home economics education.

Educational legislation.—During the year the specialist in educational legislation prepared for publication reports of special studies and investigations, as follows: Legal status of Bible reading in the public schools; chapter on educational legislation for the Biennial Survey of Education; five articles for use in connection with the observance of American education week; report on system of support and administration of public education in Oklahoma; and outline of the development of the State system of public education as portions of the report of the educational survey made by the bureau; similar report for the State of Texas; legislation relating to high-school fraternities; regulation of private schools.

At the request of the State department of education he prepared a special report rearranging and codifying the State school laws of Arkansas. In addition digests were prepared for publication of the 1922 school legislation of 12 States. Nineteen numbers in the series of legislative circulars were issued, giving current reports on educational measures introduced and passed in the several State legislatures.

Work in progress includes: Completion of digest of laws relating to education recently enacted by the several State legislatures; laws relating to free textbooks in the public schools.

Education in foreign countries.—During the year reports have been prepared on educational systems and school conditions in the following countries: Latin America, including Argentina, Brazil, Bolivia, Chile, Colombia, Ecuador, Paraguay, Peru, Uruguay, Venezuela, Mexico, Cuba, Costa Rica, Guatemala, Honduras, Nicaragua, Salvador, Panama; Czechoslovakia, Poland, Spain, Portugal, Italy.

The Italian decree of May 6, 1923, providing for reforms in the secondary and boarding schools of Italy was translated into English; the school laws of Ecuador and Venezuela were translated from Spanish into English; and two scientific articles on liquid air were translated for other Government departments.

Six special reports were prepared for release by radio, as follows: The people's high schools of Denmark; thrift activities in foreign schools; bookwork and handwork in the schools of Europe; recent continuation school laws in foreign countries; a first day of school in Stockholm; what Europe does for her gifted children. Several articles were prepared for publication in *School Life*, including: Editorial notes from foreign countries; some folk-school experiments in Germany.

The bureau receives an increasing number of requests for information concerning opportunities and requirements for obtaining teaching positions in foreign countries; also concerning summer schools and entrance requirements of foreign educational institutions and concerning the exchange of students and instructors.

A special study is now in progress of the proper evaluation of school credits obtained in foreign countries in terms of school systems in operation in the United States. Foreign students who come to this country to complete their education in our colleges and universities are now numbered by the thousands annually, and the number is increasing. Those students who come from the older and better-known systems of education bring school credentials that can be evaluated in most cases by the registrars of the institutions concerned. But there is an increasing number of these foreign students coming from the newer systems of education and from less well-known institutions of learning, whose credentials are more difficult to evaluate. Many of these certificates and diplomas are sent by school officers to the Bureau of Education for translation, interpretation, and evaluation.

GENERAL SERVICE ACTIVITIES.

As already stated, in the organization of the work of the Bureau of Education, consideration has been taken of the fact that there are two general types of activities involved, activities which have been described as "Technical" and which have been presented in the foregoing part of this report, and another type of activities which, for want of a better term, we describe as "General service activities." To these we turn now.

It should be noted at the outset that the general service activities of the Bureau of Education are, on the whole, of such a character that they affect and relate themselves to the entire staff of the bureau. And yet, while some of these activities require comparatively little or no technical training, others require a technical knowledge in some instances quite comparable to a large part of the work done in those divisions which have been described in this report as "Technical." Among those general services which might be regarded as non-technical are the stenographic division, the mails and files, and the messengers. At the present time there are 25 employees in the stenographic division, 3 in the mails and files division, and 3 in the messengers division.

On the other hand, the divisions which discharge the editorial, library, statistical, and Alaska services involve much technical training and are among the most responsible and important activities of the Bureau of Education.

The editorial division handles all circulars, leaflets, bulletins, and similar publications, as well as the periodical *School Life*. The library of the Bureau of Education has now the largest collection of purely pedagogical and educational literature in the world, with possibly one exception. The necessity of gathering educational statistics is one of the most definite and significant of all the functions of the bureau. The Alaska division involves the administration of a school system as well as a system of medical relief and numerous commercial and industrial enterprises, and more than two-thirds of the entire appropriation of the Bureau of Education is expended in the work of this division.

It may readily be seen, therefore, that some of the so-called "General service activities" are nothing less than highly technical and quite as important as any of the work that the bureau is doing. The divisions characterized as "General service" have been brought together for convenience in solving an administration problem, inasmuch as all these divisions are made responsible through the same administrative officer to the commissioner.

ACTIVITIES OF GENERAL SERVICE DIVISIONS.

(1) STATISTICAL DIVISION.

The Bureau of Education publishes biennially a comprehensive survey of education in the United States and in some foreign countries. This Biennial Survey is presented in statistical as well as in textual form, various fields of education being covered by experts on and outside of the bureau's staff. This publication is the only work of its kind undertaken anywhere and is an important contribution to the history of education. It is in large demand not only in this country but in foreign countries.

The larger part of the time of the statistical division during the fiscal year just ended was occupied in completing the few statistical studies for the Biennial Survey for 1918-20 which were incomplete at the close of the last fiscal year, and in collecting, tabulating, and compiling the statistics for the Biennial Survey for 1920-22. The statistical volume of the Biennial Survey comprises complete statistics for the period involved for all universities, colleges, normal, high, and elementary schools, as well as other establishments and institutions doing educational work of special and varied kinds. The completion of the regular work of the Biennial Survey has been progressively delayed for a number of years, due largely to the increasing complexity and rapid growth of educational systems and institutions without appreciable addition to the bureau's statistical personnel and facilities.

During the past year the bureau undertook an additional task of considerable proportion by cooperating with the American Classical League, which, under the direction of its president, Dean Andrew West, of Princeton University, is undertaking the most exhaustive study of its kind made up to this time of any phase of education, a study of foreign languages in public and private high schools. Questionnaires for this study were prepared and sent out and returns tabulated for the American Classical League by the Bureau of Education. In addition to these larger undertakings during the year, the statistical division completed the following studies: Three sta-

tistical studies on per capita costs in city schools; enrollment in foreign languages, sciences, and commercial subjects in public high schools; and school support and school indebtedness in cities.

With the addition of six employees to the staff of the statistical division for the work of the approaching fiscal year, the statistical work of the bureau will be put on a much more satisfactory basis. Delays have been caused not only because of insufficient number of employees to do the work in the office, but likewise by an inability to get returns from the field promptly. With the additional employees it will be possible to send some of them into the field to get data more promptly and at the same time the deficiency of the personnel in the office will be considerably relieved.

(2) EDITORIAL DIVISION.

Bulletins and leaflets.—A greater number of documents were issued by the Bureau of Education during the year ending June 30, 1923, than in any corresponding period of its history. It appears to be impossible to maintain a uniform rate of issue, which is undoubtedly desirable, for the conditions that govern printing vary widely from year to year. Naturally the most important factor is the amount of the congressional appropriation for printing by the Department of the Interior, with its corollary, the allotment by the Secretary of the Interior to the use of the Bureau of Education. But conditions sometimes arise to interfere with the best-laid plans and to prevent the prompt and regular delivery of printing ordered from the Public Printer, although sufficient money may be on hand to pay for it.

The record of publications for the past five years is as follows:

Fiscal year.	Bulletins.	All other documents.	Total.
1919	71	87	158
1920	62	94	156
1921	47	77	124
1922	63	52	115
1923	67	94	161
Total for 5 years	310	404	714

In the fiscal years of 1914 to 1918, inclusive, about 50 bulletins were issued annually, and the number of minor publications was relatively small, but in 1919 the bulletins rose to 71, the greatest number ever published by the Bureau of Education in one year; and the number of other publications reached 87. This sudden increase was due to the fact that the quantity of printing on account of the war suddenly dropped after the armistice, and for a short period the war-time force of the Government Printing Office was employed largely upon the work of the civil departments and many documents which had long been held in abeyance were taken up and completed. In the next year less was done for the Bureau of Education, though the number of leaflets printed was somewhat greater.

The serious effect of the shortage of paper became apparent during 1920 and the number of bulletins issued in the fiscal year of 1921 was smaller than in any other year since 1913. The bulletins reached the normal number again in 1922, but the number of other documents declined.

The large number of publications in 1923 is largely the result of the new policy of the bureau in issuing more brief documents and fewer of the bulky type. In this way a greater variety of educational matters are covered and the publications are issued more promptly. This policy has resulted in a marked increase in the number of leaflets ranging in extent from 4 to 16 pages, in the reduction in the average size of the bulletins from 76 pages in 1916 to 53 in 1923, and in the practice of first printing the bulky Biennial Survey of Education in the form of separate chapters issued as "advance sheets."

It is the present purpose to maintain a series of leaflets devoted to each of the branches of educational work represented in the bureau. The material for these leaflets is in general prepared under the direction of the several chiefs of division.

School Life.—The publication of the periodical *School Life* was resumed in September, 1922, in accordance with the terms of congressional Joint Resolution No. 57. Only 2,000 copies may now be printed for gratuitous distribution, and these are sent to libraries which make application for them. Additional copies, however, may be printed for "official purposes," which is construed to include exchange by which desirable material is obtained for official uses in the Bureau of Education. The principal circulation of *School Life* is, therefore, upon the basis of subscription at 30 cents a year. The number of paid subscribers at the close of the fiscal year was 12,159, and the average circulation during the year was about 22,000 per month.

Distribution of documents.—The Superintendent of Documents distributed during the year for the Bureau of Education 10,723 reports of the Commissioner of Education, 630,032 bulletins, 704,473 leaflets, circulars, and miscellaneous publications, 100,152 copies of *School Life*, and 4,916 copies of the index to that periodical, making a total of 1,450,296 documents. This number was greater by 390,199 than the number distributed in 1921–22.

Analysis of printing expenditures.—The Secretary of the Interior allotted \$56,000 to the Bureau of Education for printing in the fiscal year of 1923, and at the end of the year only \$263.67 remained. The following table shows the purposes for which the money was expended:

	Work com- pleted.	Unfinished at end of the year.	Total ordered.
Higher education.....	\$2, 194. 76	\$861. 46	\$3, 056. 22
Rural schools.....	1, 952. 48	2, 848. 19	4, 800. 67
City schools.....	1, 100. 02	1, 087. 04	2, 187. 06
Kindergarten.....	419. 76	294. 79	714. 55
Industrial education.....	756. 95	282. 67	1, 039. 62
Home economics.....	482. 88	482. 88
Commercial education.....	245. 00	434. 73	679. 73
Health education.....	3, 000. 30	1, 847. 53	4, 847. 83
Foreign education.....	364. 24	364. 24
Library.....	2, 382. 65	1, 624. 00	4, 006. 65
Home education.....	576. 97	576. 97
Statistics.....	3, 970. 31	3, 693. 48	7, 663. 79
Biennial Survey (vol. 1).....	2, 092. 29	3, 077. 81	5, 170. 10
School Life.....	4, 112. 76	4, 112. 76
General.....	8, 046. 69	5, 673. 88	13, 720. 57
Miscellaneous.....	1, 513. 72	148. 21	1, 661. 93
Alaska.....	96. 72	554. 04	650. 76
Total.....	33, 308. 50	22, 427. 83	55, 736. 33

Publications of the Bureau of Education Issued Between July 1, 1922, and June 30, 1923, Inclusive.

BULLETINS, 1921.

- No. 34. Status of the rural teacher in Pennsylvania. Leroy A. King.
- No. 37. Malnutrition and school feeding. John C. Gebhart.
- No. 50. Engineering education after the war. Arthur M. Greene, jr.

BULLETINS, 1922.

- No. 7. Report of the higher educational institutions of Arkansas. George F. Zook.
- No. 8. Statistics of teachers' colleges and normal schools, 1919-20. Advance sheets from the Biennial Survey of Education, 1918-1920.
- No. 10. Supervision of rural schools. Katherine M. Cook.
- No. 11. Accredited secondary schools in the United States. George F. Zook.
- No. 12. Dormitories in connection with public secondary schools. Edith A. Lathrop.
- No. 14. Status of sex education in high schools. Newell W. Edson.
- No. 15. A kindergarten-first-grade curriculum. By a Subcommittee of the Bureau of Education Committee of the International Kindergarten Union.
- No. 16. The district owned or controlled teacher's home. J. C. Muerman.
- No. 17. Statistics of city school systems, 1919-20. Advance sheets from the Biennial Survey of Education, 1918-1920.
- No. 18. The residence of students in universities and colleges. George F. Zook.
- No. 19. National conference of junior colleges. Edited by George F. Zook.
- No. 20. State laws relating to education enacted in 1920 and 1921. William R. Hood.
- No. 21. Record of current educational publications. Comprising publications received by the Bureau of Education to May 15, 1922.
- No. 22. Statistics of kindergartens, 1919-20. Advance sheets from the Biennial Survey of Education, 1918-1920.
- No. 23. High-school buildings and grounds. A report of the commission on the reorganization of secondary education.
- No. 24. Functions and administration of school janitor service. John A. Garber.
- No. 25. Higher education in Australia and New Zealand. Charles F. Thwing.
- No. 26. Philanthropy in the history of American higher education. Jesse B. Sears.
- No. 27. Statistics of agricultural and mechanical colleges for 1919 and 1920. Walton C. John.
- No. 28. Statistics of universities, colleges, and professional schools, 1919-20. Advance sheets from the Biennial Survey of Education, 1918-1920.
- No. 29. Statistics of State school systems, 1919-20. Florence DuBois and H. R. Bonner. Advance sheets from the Biennial Survey of Education, 1918-1920.
- No. 30. Accredited higher institutions. George F. Zook.
- No. 31. University summer schools. James C. Egbert. Advance sheets from the Biennial Survey of Education, 1920-1922.
- No. 32. A program of education in accident prevention, with methods and results. E. George Payne.
- No. 33. Record of current educational publications. Comprising publications received to September 1, 1922.
- No. 34. Statistics of land-grant colleges for the year ended June 30, 1921. L. E. Blauch.
- No. 35. First national conference on the work-study-play or platoon plan. Alice Barrows.
- No. 36. Report of a survey of the University of Arizona.
- No. 37. Statistics of public high schools, 1919-20. Advance sheets from the Biennial Survey of Education, 1918-1920.
- No. 38. Educational boards and foundations. Henry R. Evans. Advance sheets from the Biennial Survey of Education, 1920-1922.
- No. 39. Education in Czechoslovakia. Teresa Bach.
- No. 40. Kindergarten education. Julia Wade Abbot. Advance sheets from the Biennial Survey of Education, 1920-1922.

- No. 41. Education in Poland. Teresa Bach.
- No. 42. Analytical survey of State courses of study for rural elementary schools. Charles M. Reinoehl.
- No. 43. Some important school legislation, 1921-22. William R. Hood. Advance sheets from the Biennial Survey of Education, 1920-1922.
- No. 44. The American teacher. Homer H. Seerley. Advance sheets from the Biennial Survey of Education, 1920-1922.
- No. 45. Status of certain social studies in high schools. Harry H. Moore.
- No. 46. Record of current educational publications. Comprising publications received to December 15, 1922.
- No. 47. Federal aid to public schools. Fletcher Harper Swift.
- No. 48. Some industrial art schools of Europe and their lessons for the United States. Marius Vachon. Translated by Florence N. Levy.
- No. 49. Current educational publications. Index, February to December, 1921.
- No. 50. Educational directory, 1922-23.

BULLETINS, 1923.

- No. 1. Diagnosis and treatment of young school failures. Helen T. Woolley and Elizabeth Ferris.
- No. 2. A school building program for Washington, N. C. Alice Barrows.
- No. 5. Recent development of parent-teacher associations. Ellen C. Lombard. Advance sheets from the Biennial Survey of Education, 1920-1922.
- No. 6. Home economics education. Henrietta W. Calvin. Advance sheets from the Biennial Survey of Education, 1920-1922.
- No. 7. The educational work of the Young Men's Christian Association. William F. Hirsch. Advance sheets from the Biennial Survey of Education, 1920-1922.
- No. 8. Some significant movements in city school systems. W. S. Deffenbaugh. Advance sheets from the Biennial Survey of Education, 1920-1922.
- No. 9. The supervision of one-teacher schools. Maud C. Newbury.
- No. 10. The public-school system of Arkansas—Part I. Digest of the general report.
- No. 11. The public-school system of Arkansas—Part II. Public school finance. Fletcher Harper Swift.
- No. 12. Secondary education in 1921 and 1922. W. S. Deffenbaugh. Advance sheets from the Biennial Survey of Education, 1920-1922.
- No. 13. Art education, the present situation. Royal Bailey Farnum. Advance sheets from the Biennial Survey of Education, 1920-1922.
- No. 14. Public education in Oklahoma.
- No. 15. The Bible in the public schools; legal status and current practice. William R. Hood.
- No. 16. Statistical survey of education, 1919-20. Florence DuBois. Advance sheets from the Biennial Survey of Education, 1920-1922.
- No. 17. Educational surveys. E. F. Buchner. Advance sheets from the Biennial Survey of Education, 1920-1922.
- No. 18. Medical education, 1920-1922. N. P. Colwell. Advance sheets from the Biennial Survey of Education, 1920-1922.
- No. 19. Agricultural education. George A. Works. Advance sheets from the Biennial Survey of Education, 1920-1922.
- No. 22. Educational work of the Knights of Columbus. Mark J. Sweany. Advance sheets from the Biennial Survey of Education, 1920-1922.
- No. 23. The social studies in civic education. Edgar Dawson. Advance sheets from the Biennial Survey of Education, 1920-1922.
- No. 24. Educational extension. Charles G. Maphis. Advance sheets from the Biennial Survey of Education, 1920-1922.
- No. 25. Recent developments in educational journalism. W. Carson Ryan, jr. Advance sheets from the Biennial Survey of Education, 1920-1922.
- No. 32. Record of current educational publications. Comprising publications received to May 1, 1923.

CITY SCHOOL LEAFLETS.

- No. 2. The school board in city school survey reports. W. S. Deffenbaugh.
- No. 3. Value of the school census. Bertha Y. Hebb.
- No. 4. Per cent of municipal funds devoted to schools (1920, 1921).
- No. 5. Research bureaus in city school systems. W. S. Deffenbaugh.
- No. 6. Length of school sessions in grades one and two.

No. 7. State laws, school-board regulations, and judicial decisions relating to high-school fraternities. William R. Hood and Bertha Y. Hebb.

No. 8. The city school board. W. S. Deffenbaugh.

COMMERCIAL EDUCATION LEAFLETS.

No. 1. Chicago public high school course in retail selling and advertising. Mildred Robinson, Mrs. Louise Schaeffer, Glen Bentley, and Fannie Arms.

No. 2. Report of the Second Conference of Commercial Education specialists. Glen Levin Swiggett.

No. 3. Report of the First Commercial Education Dinner Conference. Glen Levin Swiggett.

HEALTH EDUCATION SERIES.

No. 7. The lunch hour at school. Katherine A. Fisher. (Reprint.)

No. 10. Suggestions for a program for health teaching in the elementary schools. J. Mace Andress and Mabel C. Bragg. (Revised.)

No. 11. Milk and our school children. Bernice C. Reaney.

HEALTH EDUCATION—MISCELLANEOUS.

Interest-arousing devices for health teaching.

Price list—Health education publications. (Revised.)

SCHOOL HEALTH STUDIES.

No. 1. Health for school children. Report of the Advisory Committee on Health Education of the National Child Health Council.

No. 2. The child health school. Lydia J. Roberts.

No. 3. Who's who in healthland. Anne Whitney.

PHYSICAL EDUCATION SERIES.

No. 1. Preparation of school grounds for play fields and athletic events. Dorothy Hutchinson.

No. 2. Athletic badge tests for boys and girls. By the Playground and Recreation Association of America.

HIGHER EDUCATION CIRCULAR.

No. 26. The Rhodes scholarships, 1923.

HOME ECONOMICS CIRCULARS.

No. 5. Government publications of interest to home economics teachers and students. (Revised March, 1923.)

No. 9. Home economics courses of study for junior high schools. (Reprint.)

No. 13. Home economics in rural schools.

No. 14. Current problems in home economics instruction and supervision. Henrietta W. Calvin.

No. 15. Self-supporting home economics departments. Henrietta W. Calvin.

No. 16. Applied science course for high-school boys.

No. 17. Higher institutions in which home economics is taught.

HOME EDUCATION CIRCULARS.

No. 2. Home education by means of reading courses and the cooperation of State and National agencies. Ellen C. Lombard.

No. 3. Parent-teacher associations. How home and school work together. Walton S. Bittner and Ellen C. Lombard.

INDUSTRIAL EDUCATION CIRCULARS.

No. 7. Higher standards for teachers of industrial subjects. William T. Bawden. (Reprint.)

No. 9. The contribution of correspondence-instruction methods to industrial education. William T. Bawden. (Reprint.)

- No. 10. Helping the shop teacher through supervision. William T. Bawden. (Reprint.)
- No. 11. Preparation of teachers of manual arts and industrial subjects. William T. Bawden.
- No. 12. Problems of organization in industrial education. William T. Bawden.
- No. 13. Public school supervision of employed boys and girls. William T. Bawden.
- No. 14. Measuring the student's progress in shopwork. William T. Bawden.
- No. 15. Manual arts in the junior high school. William T. Bawden.
- No. 16. Studies about occupations in public schools. William T. Bawden.
- No. 17. Development of plans for the preparation of teachers. William T. Bawden.

KINDERGARTEN CIRCULARS.

- No. 6. The child and the kindergarten. Julia Wade Abbot. (Reprint.)
- No. 9. How the kindergarten makes Americans. Earl Barnes.
- No. 10. Some experiments in preschool education. (Reprint from School Life, November, 1922.) Nina C. Vandewalker.
- No. 11. Kindergartens past and present. (Reprint from School Life, January, 1921.) Julia Wade Abbot.
- No. 12. Suggestions concerning the application of the project method to kindergarten education. Nina C. Vandewalker.

LIBRARY LEAFLETS—LISTS OF REFERENCES.

- No. 16. Rural life and culture.
- No. 17. Project method in education.
- No. 18. Visual education.
- No. 19. Education of women in the United States.
- No. 20. Junior high school.

READING COURSES.

- No. 2. Great literature, ancient, medieval, and modern. (Revised.)
- No. 4. Reading course for boys. (Revised.)
- No. 5. Reading course for girls. (Revised.)
- No. 6. Thirty books of great fiction. (Revised.)
- No. 8. American literature. (Revised reprint.)
- No. 11. France and her history. (Reprint.)
- No. 17. Foreign trade. Glen Levin Swiggett.
- No. 18. Dante.
- No. 20. Teaching. George D. Strayer. (Reprint.)
- No. 21. Twenty good books for parents. (Reprint.)
- No. 22. Agriculture and country life. Prepared in cooperation with T. N. Carver and C. E. Ladd.
- No. 23. How to know architecture. Richard F. Bach.

REPORT.

Report of the Commissioner of Education for the year ended June 30, 1922.

RURAL SCHOOL LEAFLETS.

- No. 3. Modern equipment for one-teacher schools. Maud C. Newbury. (Reprint.)
- No. 4. Consolidation of schools in Maine and Connecticut.
- No. 5. How laws providing for distribution of State school funds affect consolidation. Edith A. Lathrop.
- No. 6. A plan for the organization of a county system of agricultural instruction in elementary rural schools. Eustace E. Windes.
- No. 7. State aid to weak schools. J. F. Abel.
- No. 8. Essential features of laws concerning transportation of pupils. Edith A. Lathrop.
- No. 9. An annotated list of official publications on consolidation of schools and transportation of pupils. J. F. Abel.
- No. 10. The organization of the one-teacher school. Edith A. Lathrop.
- No. 11. Objectives in elementary rural school agriculture. E. E. Windes.
- No. 14. The rural-teacher situation in the United States. Mabel Carney.

STATISTICAL CIRCULARS.

- No. 1. Per capita costs in city schools.
 No. 2. Enrollment in foreign languages, sciences, and commercial subjects in public high schools. Florence DuBois.

TEACHERS' LEAFLETS.

- No. 10. Tendencies in primary education. Florence C. Fox.

MISCELLANEOUS PUBLICATIONS.

- Suggestions to authors and typists.
 Modern foreign languages in training for foreign service. (Reprint, pp. 123-140, Bulletin, 1921, No. 27.)
 Librarians of public and society libraries. (Reprint from Educational Directory, 1920-21, Bulletin, 1920, No. 33.)
 Publications available, November, 1922.
 Publications available, April, 1923.
 Accredited secondary schools in Maryland.
 Model platoon school developed by Akron Teachers College. W. J. Bankes. (Reprint from School Life, February, 1923, pp. 135-137.)
 Broadside—American education week.
 Broadside—American education week, an appeal to the Nation.

PERIODICAL.

- School Life, vol. 8, Nos. 1-10, September, 1922, to June, 1923, inclusive.
 School Life, index and title-page, vol. 7, September-December, 1921.

(3) LIBRARY DIVISION.

Bibliographies, cataloguing and indexing.—The library has continued to expand by the addition of the more important new literature on educational subjects. The volumes and pamphlets acquired by gift, by exchange, and by purchase which were added during the year numbered 828; also 350 copyright transfer books from the Library of Congress were accessioned, and 6,075 numbers of serial publications.

The bibliographical and reference service was maintained as usual both for members of the bureau and for outside inquirers. A large number of letters requesting information or publications bearing on educational topics were answered. During the year the library lent 2,324 volumes to borrowers outside the office, sending many of these books to considerable distances by registered mail.

The library compiled 52 new bibliographies and revised 190 of the reference lists which were previously on file. A large number of the printed, mimeographed, and typewritten bibliographies were distributed.

In the library leaflet series, lists of references on the following subjects were issued: No. 17, Project method in education; No. 18, Visual education; No. 19, Education of women in the United States; No. 20, The junior high school. The manuscript for leaflets No. 21, Home economics, and No. 22, Secondary education in the United States, was completed and sent to the printer. The library also compiled Bulletin, 1922, No. 33 and No. 46, and 1923, No. 32, Record of current educational publications, three numbers, the last comprising publications received by the Bureau of Education to May 1, 1923. Bulletin, 1922, No. 49, Index to the Record for 1921, was also issued.

The library has prepared a questionnaire to be sent out for the purpose of collecting statistics of public, society, and school libraries, which are to be published as a bulletin of the bureau.

The new publications were catalogued and classified, and considerable progress was made in carding sections of the library previously uncatalogued, especially school and college textbooks. Cooperation in producing Library of Congress printed catalogue cards for use throughout the country was continued. A large number of volumes were also put through the bindery.

The chief of the division contributed to each of the 10 numbers of *School Life* throughout the year a page of notices of new educational books, with descriptive annotations. He attended, as official representative of the bureau, the annual conference of the American Library Association held at Hot Springs, Ark., April 23-28.

Home education.—The work of home education in the Bureau of Education was established in 1913 to accommodate adults who, for various reasons, are unable to continue their education in institutions. The work is intended to help parents to further their own education, to give them an understanding of child nature and child care, and to broaden their outlook regarding the needs not only of their own children but of the children of the community, the State, and the Nation.

Since parents and teachers share the responsibility of training the children in the most formative period of their lives, it is essential that these two guardians of children work together with perfect understanding. Parent-teacher associations, mothers' clubs, and reading circles have helped to bring about a fine feeling of cooperation between the school and the home. The work of home education in the bureau has included the encouragement of these organizations. It has furnished suggestions relative to a constitution, programs, etc. The work has been conducted through correspondence, circulars, bulletins, publicity articles, reading courses, and addresses.

Men and women in all occupations and professions have availed themselves of the opportunity of reading under direction. Over 16,000 readers have been enrolled for one or more of the reading courses. Twenty-three reading courses have been issued, as follows:

1. The World's Great Literary Bibles.
2. Great Literature, Ancient, Medieval, and Modern.
3. Miscellaneous Reading Course for Parents.
4. Miscellaneous Reading Course for Boys.
5. Miscellaneous Reading Course for Girls.
6. Thirty Books of Great Fiction.
7. Thirty World Heroes.
8. American Literature.
9. Thirty American Heroes.
10. American History.
11. France and Her History.
12. Heroes of American Democracy.
13. The Call of Blue Waters.
14. Iron and Steel.
15. Shipbuilding.
16. Machine Shop Work.
17. Foreign Trade.
18. Reading Course on Dante.
19. Master Builders of To-day.
20. Teaching.
21. Twenty Good Books for Parents.
22. Agriculture and Country Life.
23. How to Know Architecture.

Two of these courses were prepared and issued during the year.

Reading circles have been promoted and members enrolled for the bureau's courses. Individuals are also taking the courses without joining a circle. In California several cities have large and active reading circles in which the bureau's courses are used.

The bureau has this year prepared and issued a revised circular descriptive of one of these circles in California which is used as a basis of organization of reading circles in California and in other States.

A circular was prepared and issued containing excerpts of the discussions at the Conference on Home Education at Lexington, Ky.

For the use of parent-teacher associations a circular and a bulletin have been prepared and issued. These are: "Parent-teacher associations—how the home and school work together," and "Recent development of parent-teacher associations."

Two radio articles were prepared—one on "What a parent-teacher association can do for the school," and one on "How you can educate yourself at home." For education week, two articles of the same nature were prepared.

In conducting the home reading courses the bureau has the co-operation of State departments of public instruction and extension divisions in State universities or colleges in 16 States and Hawaii. Special collaborators are appointed to carry on the work in these States in the extension divisions of the State institutions. The bureau furnishes the plan of work and the leaflets, circulars, and stationery with which this work is carried on in cooperating States.

The director of home education prepared an address for the annual meeting of the American League of Library Commissions on "The bureau's project to promote reading habits among adults," and for a State meeting in Alabama. She addressed the Maryland Branch of the National Congress of Mothers and Parent-Teacher Associations at Baltimore, the parent-teacher association at Alexandria, Va., and the annual convention of the National Congress of Mothers and Parent-Teacher Associations at Louisville, Ky.

(4) DIVISION OF MAILS AND FILES.

The bureau no longer undertakes to keep an exact count of the enormous number of letters and other pieces of mail handled by this division. All mimeograph material is made and distributed by this division. This consists largely of circulars of information, blanks for office records, questionnaires relating to investigations, bibliographies, material for newspapers, announcement of conferences and other important matters by the commissioner, home reading courses, and form letters. During the year all radio messages were mimeographed and sent out to the newspapers from this division.

(5) ALASKA DIVISION.

The Alaska division of the bureau, as already stated, is required to make provision for the education of the natives of Alaska, extend to them all possible medical relief, and train them for self-support and, where this is impossible, relieve destitution.

The administration of this work obviously involves great difficulties arising principally from the remoteness of most of the villages, the enormous distances between them, the meager means of communication, and the severity of the climate. The 27,000 natives are scattered along thousands of miles of coast and on the great rivers, in villages ranging from 30 or 40 to 300 or 400 persons. The work would extend to the utmost limits of the United States in terms of distance with schools in Maine, California, Georgia, and Minnesota. One of the school districts is twice the size of the State of Illinois. Many of the settlements are far beyond the limits of transportation and mail service. One-third of the natives are north of the Arctic Circle.

To make all the objectives of the bureau in Alaska anything like 100 per cent effective would require infinitely more money than is now appropriated. Educational opportunity is now provided for possibly 60 per cent of the natives, while medical relief is extended to an even less proportion. As an instance of the lack at this point, 15 per cent of the natives have tuberculosis and 8 per cent of deaths arise from this disease, but there is not a tuberculosis hospital for natives in the entire Territory.

During the year the field force in Alaska included 5 superintendents, 144 teachers, 7 physicians, 16 nurses, 3 nurses in training, 11 hospital attendants, and 4 herders in charge of the reindeer belonging to the Government. Seventy-five schools were in operation, with an enrollment of approximately 4,000. Orphanages were maintained at Kanakanak and Tyonek for the care of the children left destitute by an epidemic of influenza which prevailed in those regions a few years ago.

The work in Alaska is under the direction of the superintendent of education of natives of Alaska, with headquarters in Seattle. The Seattle office functions as a purchasing and disbursing office for the bureau's Alaskan services. It also finds teachers and other personnel. It expends or invests, as requested, funds sent to it by employees in Alaska, by cooperative stores of the natives, or by individual natives of Alaska. It also sells commodities for the natives and remits or expends the proceeds.

Education.—For purposes of supervision the Territory of Alaska has been divided into 5 school districts, each under a district superintendent, as follows: The northwestern district, including 10 schools, 1 hospital, and the reindeer herds on the shores of the Arctic Ocean and in the region tributary thereto; the Seward Peninsula district, including 11 schools and the reindeer herds on the Seward Peninsula between Bering Sea and the Arctic Ocean; the western district, including 17 schools, 1 hospital, and the reindeer herds in the region bordering Bering Sea; the central district, including 22 schools, 2 hospitals, and the reindeer herds in central Alaska and on the Aleutian Islands; and the southeastern district, including 15 schools and 1 hospital in southeastern Alaska.

Medical relief.—The bureau maintains hospitals at Juneau, Kanakanak, Akiak, Nulato, and Noorvik, which are important centers of native population in southern, western, central, and arctic Alaska. The hospitals, physicians, and nurses serve only the more thickly populated districts. In the vast outlying areas the teachers must of

necessity extend medical aid to the best of their ability. Accordingly, the teachers in settlements where the services of a physician or nurse are not available are supplied with household remedies and instructions for their use.

Inadequate as is the medical service to meet the needs of the entire native population, it has nevertheless accomplished gratifying results. During the year 1921-22, 6,403 treatments were given to 3,524 patients by physicians and at hospitals; in the villages the nurses gave 8,989 treatments to 3,977 patients; at 57 schools 19,659 treatments were given.

Reindeer industry.—Originating in 1892 in importations of reindeer from Siberia to furnish subsistence for the Eskimos in the neighborhood of Bering Strait, the reindeer industry has expanded until it has assumed chief importance in the bureau's activities in behalf of the natives. Herds are now found near all of the principal native settlements of western Alaska from the Arctic to the Pacific Ocean. So rapidly have the herds increased that the total number of reindeer in Alaska is now estimated at 300,000, of which about 200,000 are owned by the natives themselves. The reorganization of this industry is one of the main problems now confronting the bureau. In certain sections the herds have increased to such an extent that they represent little value to the natives. Steps must be taken not only as to the distribution of the herds, as in the past, but for the handling of the industry on a business basis.

The present commercial value of the Alaskan reindeer herds is approximately \$7,500,000, or \$300,000 more than the sum paid by the United States to Russia for the Territory. This does not take account of some 200,000 reindeer slaughtered and used in the past.

The possibilities for reindeer raising in Alaska are almost limitless, and the territory producing the reindeer moss necessary for winter grazing would probably support 4,000,000 head.

The U. S. S. "Boxer."—One of the greatest problems in connection with the work of the bureau in Alaska has been the securing of transportation of appointees and supplies from Seattle to the remoter settlements. In April, 1920, the U. S. S. *Boxer*, a wooden vessel which had been used as a training ship for naval cadets, was transferred from the Navy Department to the Interior Department for use by the bureau in connection with its work in Alaska. Funds to cover the expense of fitting the vessel for service in Alaskan waters were provided in the Interior Department appropriation act approved May 24, 1922. In April a Coast Guard cutter proceeded to Newport, R. I., and towed the *Boxer* to Norfolk, Va., to join other vessels to be towed to the Pacific coast. The *Boxer* had been out of commission for several years and this voyage disclosed the necessity for the making of repairs to the vessel before proceeding farther. Upon the completion of these repairs at the Norfolk Navy Yard, in August, the *Boxer* left Norfolk in tow of a naval tug and proceeded by way of the Panama Canal to San Diego, Calif., from which place Coast Guard vessels towed the *Boxer* to Seattle. During the winter months an engine was installed in the vessel and it was refitted for its work in northern waters. It started on its maiden trip in May of this year. It is hoped that the operation of the *Boxer*, under the direct control of the bureau, will lessen the transportation problem.

ACTIVITIES OF THE COMMISSIONER.

During the year the excessive demands for the services of the commissioner, prevalent in past years, continued. The commissioner was able to meet only a fractional part of the calls. His

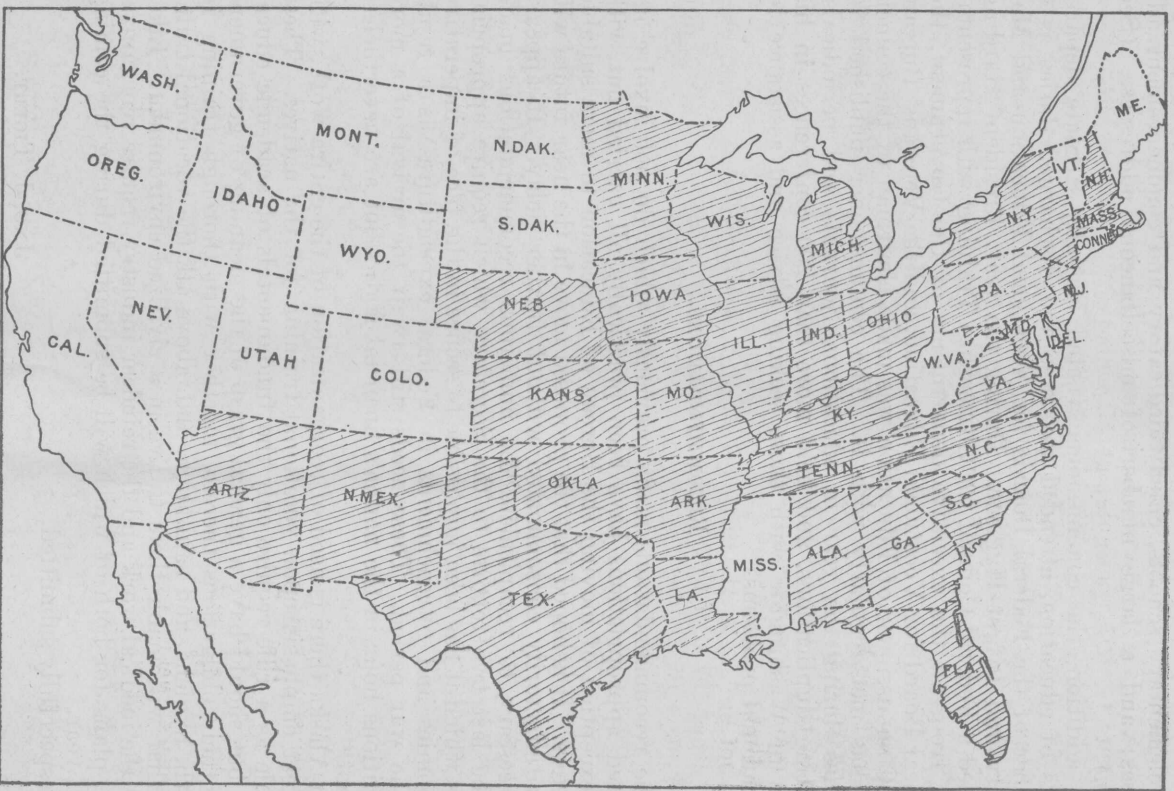


FIGURE 5.—Map showing the 30 States in which the commissioner personally has made educational addresses, visited schools, conferred with educational officials, or performed some other kind of field service during the fiscal year 1922-23.

services in the field involved 55,000 miles of travel and 133 days away from the office in Washington. He conducted four national educational conferences and made more than 200 addresses before

audiences aggregating about 150,000 persons. These addresses included 14 addresses before national organizations; 28 addresses before State organizations; 12 county organizations; 14 city educational groups; 20 institutions of higher learning; 20 business organizations (chambers of commerce, Kiwanis, Rotary, Lions, and other luncheon clubs); a considerable number of addresses at high and elementary schools, chiefly dedicatory and commencement addresses; and a large number of miscellaneous addresses. (See fig. 5.)

In addition, the commissioner visited officially 8 State departments of education, attended meetings and discharged duties as a member of the Federal Boards for Vocational Education and Maternity and Infant Hygiene. During the year, President Harding created a Federal Council for Citizenship Training with representatives from all the executive departments of the Government, the Federal Board for Vocational Education, and the Veterans' Bureau. The Commissioner of Education was made chairman of the council and has met regularly with it. The commissioner published 20 articles during the year in educational journals and periodicals, omitting duplications, and held more than 200 conferences in his office in Washington with those seeking advice and assistance in educational problems.

RECOMMENDATIONS.

The recommendations made previously which do not involve increased appropriations have been practically all carried out with the exception of moving the Bureau of Education to more suitable quarters. It is hoped that the proposed move in the near future will be satisfactorily consummated without further delay. It appears unnecessary to recapitulate the numerous recommendations made in the last two reports to the Secretary which require appropriations which it has been impossible to secure in the face of imperative economies and retrenchments in Federal expenditures as a result of the war period. These needs still await the arrival of a more propitious hour in the nation's financial status but are nevertheless urgent.

In Alaska there is need of reorganization of the entire work, with a great emphasis upon vocational training for the natives. These people as a rule require only the fundamentals of academic education but should have a general grasp of the meaning of government and their obligations thereto, together with thorough training in health, hygiene, and sanitation, and, above all, the vocational training that will enable them to live in a civilized environment. Likewise the medical work and the reindeer industry require reorganization, plans for both of which will be submitted during the coming fiscal year.

Respectfully submitted.

JNO. J. TIGERT,
Commissioner.

The SECRETARY OF THE INTERIOR.

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